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ABSTRACT

This report presents 1991-93 findings from 410 Chapter 1 elementary school students and a sample of 150 Chapter 1 high school students concerning the effectiveness of the Chapter 1 Guidance Program. Participating students were generally lacking in respectable academic performance, tended to misbehave, and had a history of poor attendance. Counselors had a minimum of four counseling contacts with each student. Data were collected for a baseline (1991-92) and for measurement of change (1992-1993). Findings show a statistically significant increase in the number of days that students were absent from school in both elementary and high school groups. Data also show that the number of students receiving a failing mark in English and in mathematics increased slightly in the 1992-1993 school year. Neither sample of students achieved an increase of 3.0 on the Normal Curve Equivalent units, the normal growth expected for Chapter 1 students. There were slightly fewer elementary students who had one or more "citizenship needs improvement" evaluations in 1992-1993, but the difference was not statistically significant as derived from the application of a chi-square test. However, among high school students, there was a dramatic decrease in the number receiving one or more "citizenship needs improvement" evaluations. Overall, the project did not achieve the success it sought. Recommendations are provided. (GLR)

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Evaluation of the Chapter 1 Guidance Program
1992 - 1993

ED 371 086

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PROGRAM FACTS

Name of Program	:	Chapter 1 Guidance Program
Funding Year	:	1992-1993
Purpose of the Project	:	To provide a program of enhanced counseling services for high-risk students, i.e., low-achieving students from low-income families, in an effort to reduce absence rate, improve performance on standardized tests, decrease failing marks in English and mathematics, and improve citizenship in school.
Features of the Program	:	Counselors will provide the following services to the high-risk students: counseling, coordination, consulting, appraisal, group counseling, information and placement.
Funding Source	:	Chapter 1, of the Elementary and Secondary Improvement Amendments
Funding Level	:	$3,563,193
Number and Level of Participants	:	All Chapter 1 students were eligible to receive counseling services.
Number and Level of Schools in Program	:	54 Elementary Schools and 15 High Schools
Staffing Pattern	:	42 Elementary School counselors and 15 High School counselors
Counseling Time	:	Each student in the study sample has received a minimum of four counseling contacts.
Equipment and Materials	:	Does not apply
First Year Funding	:	1987

CHAPTER 1 GUIDANCE PROGRAM
1992-1993

Executive Summary

Purpose and Features of the Program

The Chapter 1 Guidance Project provided a program of guidance and counseling services for Chapter 1 high-risk students, i.e., low-achieving students from low-income families, in an effort to reduce absence rate, improve performance on standardized tests, decrease failing marks in English and mathematics and improve citizenship in school. Forty-one elementary school Chapter 1 counselors and fifteen high school Chapter 1 counselors, in as many Chapter 1 elementary and high schools, provided a program of seven guidance and counseling services to Chapter 1 students. These services were counseling, coordinating, consulting, appraisal, group guidance, information and placement.

Evaluation Methodology

A sample of 410 Chapter 1 elementary school students were randomly selected from a list of 966 student names provided by the 41 counselors, and a sample of 150 Chapter 1 high school students were randomly selected from a list of 319 student names provided by the 15 counselors. Students whose names were submitted by the two sets of counselors were to have met three criteria: (1) The students had a history of poor attendance, poor marks, low standardized test scores and misbehavior in school--at least one or a combination of these problems. (2) They were in grades three through five at the elementary school level, or grades ten through twelve at the high school level. (3) The counselor had a minimum of four counseling contacts with each student whose name was submitted. The evaluation design posited using 1991-1992 student information as baseline data and 1992-1993 student information as the criterion of change, i.e., a comparison of the two data sets would provide the basis for determining the program's success or failure. A set of four program objectives, consonant with project's goals, were formulated for evaluation. These were:

(1) There will be a reduction in the frequency of absences from school.

(2) There will be a reduction in the number of F marks received in English and in mathematics.

(3) There will be an improvement in standardized test scores: on the California Achievement Test (CAT), Form E, Reading and Mathematics tests.

(4) There will be a decrease in the number of students receiving "citizenship needs improvement" evaluations.

Findings

There was a statistically significant increase between the 1991-1992 and 1992-1993 school years in the mean of the number of days that students in the elementary sample were absent from school, and this was also found to be true for students in the high school sample for both their English and mathematics classes. The t-test statistic for paired samples was used to test for significant differences.

With both student samples, the number of students receiving an F mark in English and in mathematics, respectively, increased slightly in the 1992-1993 school year. The increases were not statistically significant. This was based on the results from the application of the chi-square test to all four bivariate distribution tables.

The expected growth for Chapter 1 students, as measure in Normal Curve Equivalent (NCE) units, for a one-year interval in the performance on the CAT is 3.0. Neither sample of students achieved an increase of 3.0 NCE units on either the reading or mathematics tests of the CAT. However, there were increases in means of the scores between the 1991-1992 and the 1992-1993 administrations of the CAT. The elementary students achieved a mean gain of 1.3 NCE units on the reading test, but showed a mean loss of 0.6 NCE units on the mathematics test. The high school cohort registered increases in the NCE units on both tests: a mean gain of 1.3 units on the reading test and a mean gain of 2.0 NCE units on the mathematics test.

There were slightly fewer elementary students who had one or more "citizenship needs improvement" evaluations in 1992-1993 vis-a-vis 1991-1992, but the difference was not statistically significant as derived from the application of a chi-square test. But among high school students, there was a dramatic decrease in the number who received one or more "citizenship needs improvement" evaluations in the two school years comparison which was equally statistically significant, as derived from the application of the chi-square test.

Notwithstanding the few positive changes, by and large, the project did not achieve the success it sought.

Recommendations

The project's overall lack of success suggests that in the future program goals be reduced to one or two objectives. For example, the project's guidance services should be directed to significantly decreasing the number of days elementary school, Chapter 1 counselees are absent from school, and at the high school, eliminate the variation in absences among the classes in which the students are enrolled and decrease the number of absences across the board.

A review of the guidance and counseling program per se may be in order. This may be the time for restructuring to provide more frequent and/or more concentrated services to Chapter 1 students, or perhaps the service counseling parameters need narrowing to fewer Chapter 1 students albeit to those with the greatest deficiencies.

A third recommendation is that there may be a need for improvement in project monitoring. This would include installing more vigorous self-monitoring structures and inviting greater program participation by personnel from the Office of Guidance and Counseling. Perhaps the program's integrity needs to be supported vis-a-vis the local school's structure and functions so that the Chapter 1 counselor performs within Chapter 1 program guidelines.

And finally, copies of this report should be distributed to the Chapter 1 counselors and the findings, reported therein, serve as a basis of discussion for achieving greater success in the program's future operation.

EVALUATION OF THE CHAPTER 1 GUIDANCE PROGRAM

Purpose and Features of the Program

This project, the Chapter 1 Guidance Program, addressed those characteristics exhibited by many children residing in areas with predominantly low-income families that hinder academic progress: poor attendance, low test scores, low grade-point averages, inadequate academic and career planning, and excessive atypical social behavior.

Through a program of enhanced counseling services, the Chapter 1 guidance counselors in this project, with the support of staff, parents and students, focused their efforts on helping students improve in their academic progress. The project was staffed during the 1993-1994 school year with forty-two (42) elementary school and fifteen (15) high school counselors who were funded fully or in part by Chapter 1 money. Twelve of the elementary school counselors divided their services between two schools, and one elementary counselor failed to provide information and consequently was excluded from in the evaluation. Thus, while the number of schools receiving the services of Chapter 1 counselors totaled fifty-four (54) elementary and fifteen (15) high schools, the evaluation design called for the identification of students served to be drawn from forty-two (42) elementary and fifteen (15) high schools.

The objectives of the Chapter 1 Guidance Program were that by providing a program of services to high-risk students in Chapter 1 schools a decrease in student absence rate, an improvement in academic performance as well as performance on standardized tests and a reduction in atypical social behavior would follow. The program of services was composed of seven specific guidance-oriented activities. These were counseling, coordination, consultation, appraisal, group guidance, information and placement.

The following definitions of services were included in the program outline and were distributed to the Chapter 1 counselors during the initial evaluation contact when information on students served was requested:

(1) Counseling is systematic process (individual or group) by which the individual pupil is helped to make decisions which will be fulfilling to him/her to become a productive member of society.

(2) Coordinating is the process by which counselors identify and use all available school and community resources in their endeavors to assist pupils.

(3) Consulting is the process by which counselors work with the significant others in the pupils' world to support the pupils' efforts to change.

(4) Appraisal is the process by which the counselor assists pupils in their efforts to obtain accurate self-information (abilities, interests, aptitudes, and other personal characteristics) for the development of a realistic self-concept.

(5) Group Guidance is the process by which the counselor meets with groups of pupils to disseminate information, discuss mutual concerns, and make plans.

(6) Information applies to those procedures used by counselors to supply educational, occupational, and personal-social information to pupils so that they are able to make wise decisions.

(7) Placement assists pupils in "finding his/her place" in the school curriculum, school activities, special programs, post-high school plans, employment, etc.

Methodology

Each elementary and high school Chapter 1 counselor was asked to identify, from among the aggregate of their student counselees, twenty-five (25) students who had a history of one or a combination of the following problems: poor attendance, poor marks, low scores on standardized tests, and misbehavior. At the elementary school level, the identification was to be from among third to fifth graders, and at the high school level, from among tenth to twelfth graders. A third criterion of student identification was that the counselor must have had a minimum of four counseling contacts with each student identified. The study sample of students was thus designated as high service students. Along with identifying twenty-five student counselees, each counselor was asked to indicate the types of counseling services, e.g., coordinations, each identified student received.

From the two aggregate cohorts of students identified by the elementary and high school counselors, respectively, a sample was randomly selected from each cohort. Thus, from the 41 elementary counselors who responded, 966 high-service student names and ID number were received, and 410 students were randomly selected to be the study sample. Similarly, from the 15 high school counselors, 319 high service student names and ID numbers were received and 150 names were randomly drawn to become the high school study sample.

The evaluation design posited the use of information from the previous school year (1991-1992) as base line data, and information form the current school year (1992-1993) as the criterion of change or as the measure of the program's success or failure in meeting its objectives. Four program objectives were formulated for evaluation. These were:

Objective 1: High service students will reduce their frequency of absences from school.

Method of Assessment:

Instrument : Final report card printouts for the 1991-1992 and the 1992-1993 school years will be secured, when available, following the close of the 1992-1993 school year.

Data Analysis : For the elementary school sample, the means of the number of days absent for the 1991-1992 and the 1992-1993 school years will be computed and the difference between means will be statistically tested for significance.

For the high school sample, the means of the number of days absent in English and mathematics, respectively, for the 1991-1992 and the 1992-1993 school years will be computed and the differences between means will be statistically tested for significance.

Objective 2: High service students will reduce the number of F marks received in English and in mathematics.

Method of Assessment:

Instrument : Final report card printouts for the 1991-1992 and the 1992-1993 school years will be secured, when available, following the close of the 1992-1993 school year.

Data Analysis : For both the elementary and high school samples, the number of F marks received as a final mark in English and mathematics in June, 1992 and in June, 1993 will be tabulated and the differences statistically tested for significance.

Objective 3: High service students will improve their standardized test scores.

Method of Assessment:

Instrument : Test score results in Normal Curve Equivalents (NCE) units from the administration of the California Achievement Test (CAT), Form E, Reading and Mathematics tests, from the April, 1992 and the April, 1993 administrations will be secured when available.

Data Analysis : For both the elementary and high school samples, the means of the NCE scores will be calculated and the differences between means will be compared.

Objective 4: High service students will reduce atypical social behavior.

Method of Assessment:

Instrument : For both the elementary and high school samples, final report card print-outs for the 1991-1992 and the 1992-1993 school years will be secured, when available, following the close of the 1992-1993 school year.

Data Analysis : For both the elementary and high school samples, the number of students receiving "citizenship needs improvement" evaluations, i.e., the number of "7" marks, on the final report cards in June, 1992 and in June, 1993 will be tabulated and the differences will be statistically tested for significance.

Presentation and Analysis of the Data

Data were gathered from the program's forty-one elementary school counselors and the fifteen high school counselors to describe the extent to which the program's seven guidance services were provided the two high service student samples. The number and percents of the high service students receiving each of the seven guidance services by school level are presented in Table 1.

TABLE 1
Number and Percent of High Service Students
Receiving Each of the Seven Guidance Services
by School Level

Guidance Services	High Service Students			
	Elementary School		High School	
	Number	Percent	Number	Percent
Counseling	328	80%	148	99%
Coordinating	232	57	96	64
Consulting	227	55	110	73
Appraisal	168	41	127	85
Group Guidance	309	75	88	59
Activity	259	63	133	89
Placement	86	21	93	62

All but two of the high school high service students and four out of five of the elementary high service students received counseling service per se: which, of the seven guidance services, was the service the highest proportion in both student samples received. In six of the seven services provided, higher proportions of the high school students vis-a-vis elementary school students received service. The one exception was group guidance. Differences in the percents receiving service, between the two groups of students, ranged from a high of 44 percentage points in the case of appraisal and 41 percentage points in the case of placement to 7 percentage points in the case of coordinating. For the full complement of services, a minimum of six out of ten of the high school sample were provided each of the seven guidance services, but among the elementary school sample, this same minimum applied for just three of the seven guidance services. In part this may be related to the nature of the service provided. For example, one-fifth of the elementary school sample as compared to three-fifth of the high school sample received placement guidance, but this service by definition tended to focus on the more immediate curricular and post-high school concerns of high school students.

To test the first objective, that of a decrease in the number absences, school year absence totals for 1991-1992 and the 1992-1993 were aggregated for the elementary school sample, and the statistical difference between the two school years was tested using the t-test for paired samples. For the high school sample, absence totals were aggregated for the same two school years, but separately for English and mathematics classes. These data were also tested using the t-test for paired samples. The results of the statistical tests are displayed below in Tables 2 and 3.

The average number of days absent from school, for the elementary sample, and absent from English and mathematics classes, for the high school sample, **increased rather than decreased**. Among 367 elementary students with attendance information available for both school years, the average number of days absent from school during the 1991-1992 school year was 14; the average during the following year was 19. This represents an increase of approximately 5 additional days absent from school. This increase was statistically significant beyond the .01 level of confidence. [See Table 2.]

The same statistically significant negative results were obtained for the high school sample. Among the 116 students with available attendance data from their English classes for the two school years, the average number of days absent during the 1991-1992 school year was 15; for the next school year it was 20--an increase of 5 days. Among the 86 students with available attendance data from their mathematics classes for the two school years, the average number of days absent during the 1991-1992 school year was 16; for the next school year it was 22--an increase of 6 days. These differences, for both English and mathematics classes, were statistically significant beyond the .01 level of confidence. [See Table 3.]

TABLE 2

Elementary School Sample: t-Test Results from Paired Sample Testing
for the Difference in the Number of Days Absent from School
During the 1991-1992 and During the 1992-1993 School Years

School Year	N	X[1]	SD[2]	SE[3]	DM[4]	SD[2]	SE[3]	r[5]	P[6]	t-value	df[7]	P[6]
1991-1992		14.4	12.4	.65								
	367				4.64	17.6	.92	.40	<.01	5.06	366	<.01
1992-1993		19.0	18.4	.91								

[1]Mean of the number of days absent
[2]Standard Deviation
[3]Standard Error
[4]Difference between Means
[5]Pearson Product-Moment Correlation
[6]Two-tail Probability
[7]Degrees of Freedom

TABLE 3

High School Sample: t-Test Results from Paired Sample Testing for the Difference in the Number of Days Absent from English and Mathematics Classes During the 1991-1992 and During the 1992-1993 School Years

School Year	N	X[1]	SD[2]	SE[3]	DM[4]	SD[2]	SE[3]	r[5]	P[6]	t-value	df[7]	P[6]
English												
1991-1992		15.1	12.5	1.2								
	116				5.3	14.8	1.4	.46	<.01	3.83	115	<.01
1992-1993		20.4	15.5	1.4								
Mathematics												
1991-1992		15.7	12.4	1.3								
	86				6.6	13.7	1.5	.54	<.01	4.48	85	<.01
1992-1993		22.3	15.5	1.7								

[1]See footnotes in Table 2.

The project's second objective was to improve academic performance, and specifically, the evaluation design defined this as a decrease in the number of students receiving one or more of F or failing marks in English and in mathematics on the final card marking of the 1992-1993 school year as compared to the number of students receiving one or more failing marks on the final card card marking for 1991-1992 school year. This applied to both student samples. This objective was not achieved. For both student samples and in both subjects, the number of students receiving F marks increased in the second year over the first. However, the increased numbers were not large enough to be statistically significant. [See Tables 4 and 5.]

TABLE 4

Elementary School Sample: Number of Students Not Receiving or Receiving F Marks in English and Mathematics as a Final Mark in June, 1992 and in June, 1993 with Chi-Square Test Results

English

School Year	Number of Students Not Receiving an F Mark	Receiving an F Mark	
1991-92	327	33	360
1992-93	324	36	360

$x^2=0.06$ df=1 P=.80

Mathematics

School Year	Number of Students Not Receiving an F Mark	Receiving an F Mark	
1991-92	319	41	360
1992-93	311	49	360

$x^2=0.62$ df=1 P=.43

TABLE 5

High School Sample: Number of Students Not Receiving or Receiving F Marks in English and Mathematics as a Final Mark in June, 1992 and in June, 1993 with Chi-Square Test Results

English

School Year	Number of Students Not Receiving an F Mark	Number of Students Receiving an F Mark	
1991-92	96	21	117
1992-93	87	30	117

$x^2=1.61$ df=1 P=.21

Mathematics

School Year	Number of Students Not Receiving an F Mark	Number of Students Receiving an F Mark	
1991-92	66	22	88
1992-93	62	26	88

$x^2=0.26$ df=1 P=.61

The project's third objective was for the high service students to show an improvement in their standardized test scores. Tables 6 and 7 display the results from the administration of the California Achievement Test, Form E, Reading and Mathematics tests during the months of April, 1992 and April, 1993. The resulting test scores are presented as means of the scores in Normal Curve Equivalent (NCE) units: the former table for the elementary school sample, and the latter table for the high school sample.

TABLE 6

Elementary School Sample: Means of Scores in Normal Curve Equivalent (NCE) Units on the California Achievement Test (CAT), Form E, Reading and Mathematics Tests from the April, 1992 and April, 1993 Administrations

Reading (N=336)		Mathematics (N=332)	
Year	Mean Scores	Year	Mean Scores
1992	38.3 NCEs	1992	41.7 NCEs
1993	39.5 NCEs	1993	41.1 NCEs
Difference in Mean Scores	+1.2 NCEs	Difference in Mean Scores	-0.6 NCEs

TABLE 7

High School Sample: Means of Scores in Normal Curve Equivalent (NCE) Units on the California Achievement Test (CAT), Reading and Mathematics Tests from the April, 1992 and April, 1993 Administrations

Reading (N=67)		Mathematics (N=69)	
Year	Mean Scores	Year	Mean Scores
1992	29.3 NCEs	1992	27.5 NCEs
1993	30.7 NCEs	1993	39.5 NCEs
Difference in Mean Scores	+1.3 NCEs	Difference in Mean Scores	-2.0 NCEs

Since the project was Chapter 1 funded and its purpose was to provide guidance services to Chapter 1 students, the interpretation of the results displayed in Tables 6 and 7 necessitates a qualification based on Chapter 1 requirements. The expected growth for Chapter 1 participating students is 3 NCE units. Applying this criterion, the differences in the means of the NCE scores for 1992 and 1993 on both tests of the CAT, as designated by + or - for the two student samples, **did not equal** 3 NCE units. On the basis of this criterion, the project's third objective was not met, notwithstanding gains on three of the four tests.

TABLE 8

Elementary School Sample: Number of Students Not Receiving or Receiving One or More "Citizenship Needs Improvement" Evaluations, Coded "7" on the Final Report Cards for the 1991-1992 and the 1992-1993 School Years with Chi-Square Test Results

School Year	Number Not Receiving A Code 7 Mark	Number Receiving One or More Code 7 Marks
1991-92	179	196
1992-93	183	192

$x^2=0.05$ df=1 P=.83

TABLE 9

High School Sample: Number of Students Not Receiving or Receiving One or More "Citizenship Needs Improvement" Evaluations, Coded "7" on the Final Report Cards for the 1991-1992 and the 1992-1993 School Years with Chi-Square Test Results

School Year	Number Not Receiving a Code 7 Mark	Number Receiving One or More Code 7 Marks
1991-92	88	38
1992-93	124	2

$x^2=36.40$ df=1 $P<.01$

The project's fourth objective was to bring about improvement in the school behavior of high service students. To test for the achievement of this objective, the number of students receiving none or one or more unsatisfactory evaluations, i.e., a citizenship need improvement citation coded 7, on the final report cards for the 1991-1992 and the 1992-1993 school years, for both student samples, were aggregated and chi-square tests were computed. The results are presented in Tables 8 and 9.

Although there were a few more students in the elementary school sample who received one or more unsatisfactory citizenship evaluations at the end of the 1992-1993 school year than at the end of the 1991-1992 school year, the difference was negligible: the chi-square value was not statistically significant. [See Table 8.] Thus, this objective was not achieved with the elementary school sample.[1]

[1]Because the variation in the number of unsatisfactory citizenship evaluations ranged between 0 and 10 in the final report cards for the elementary sample, a t-test statistic was used to test for the statistically significant difference between the number of unsatisfactory evaluations received during the 1991-1992 school year as compared to the number received during the 1992-1993 school year. Here again there was an increase in the mean of the number of unsatisfactory evaluations in the 1992-1993 school year in comparison to the 1991-1992 school year, but this difference was not statistically significant. See below.

School Years	N Cases	Means	SD	SE	DM	SD	SE	r	P	t-value	df	P
1991-1992		1.30	2.0	.10								
	375				-.09	2.25	.12	.39	.01	0.74	374	.46
1992-1993		1.39	2.1	.11								

No t-test statistic was used to test for differences among students in the high school sample. There were but two students (out of a sample of 126) who had an unsatisfactory evaluation in the 1992-1993 school year.

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The opposite held true for the high school student sample. There was a very dramatic decrease in the number of students receiving one or more unsatisfactory citizenship evaluations in 1992-1993 as compared to 1991-1992: from 38 to 2. The chi-square value of 36.40, with 1 degree of freedom, was significant at less than the .01 level of confidence. [See Table 9.] The fourth project objective was achieved only with the high school student sample.

Conclusions and Recommendations

The four objectives formulated to test the efficacy of the project were (1) reduction in the number of days absent from school, (2) reduction in the number of final failing marks in English and mathematics, (3) improvement on standardized tests, specifically on the CAT, and (4) reduction in the number of students receiving unsatisfactory citizenship evaluations. Evidence to test the first, second and fourth objectives was derived from final report card data for the 1991-1992 and the 1992-1993 school years. Test results from the administration of the CAT during April, 1992 and April, 1993 were used to measure the third objective.

On the basis of the findings presented above, the project successfully achieved one objective, in part for the elementary school sample of high service students--an improvement on the CAT reading test but not sufficient enough to meet the Chapter 1 criterion of success. **However, three of the four objectives were not met.** The project did better with the high school sample: One objective was achieved (improved behavior), a second was also partially achieved in that there was an improvement in standardized test scores, but not to the level called for by the Chapter 1 success criterion. Two objectives were not achieved: absences from school--where there were statistically significantly increases in the number of absences--and the number of failing marks in English and mathematics.

Quite obviously the project did not achieve the success it sought in the range of student behaviors it endeavored to bring about change. This suggests that future program goals be limited to one or two objectives; that for example, the emphasis be on decreasing the number of days absent from school and improving citizenship, or on decreasing the number of final F marks received in English and decreasing the number of days absent from school, or other dyadic choices.

Another set of recommendations addresses guidance and counseling services per se. Perhaps there is a need to offer more frequent and/or more concentrated services to Chapter 1 students; or narrow the service parameter to fewer Chapter 1 students but to those with the greatest needs.

A third recommendation is that there should be an increase in program monitoring, both self-monitoring and supervisory monitoring. In the former, there should be an emphasis on maintaining a more rigid information structure such as records with dates and details of services provided to the Chapter 1 students. In the latter, there should be an increase in the supervision of the program and of its counselors by the Office of Guidance and Counseling, in part to

monitor program services and in part to maintain the integrity of providing services to Chapter 1 students.

A fourth and final recommendation is that copies of this report be furnished to the counselors and the findings reported therein serve as a basis of discussion for achieving future success in the program.